



Large Jail Network Bulletin

Summer 1992

LARGE JAIL NETWORK BULLETIN

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Foreword

This issue of the *Large Jail Network Bulletin* covers several topics that have been the focus of previous network meetings. It also includes two articles that anticipate issues that network members have selected as the focus of future meetings. However, the *Bulletin* is not limited to these articles, and we would welcome articles on any topic that individual members feel are worthy of sharing with the network at large.

Our next meeting is scheduled for January 1993. The focus will be on blood-borne and airborne pathogens, but there will also be some follow-up to the Americans with Disabilities Act issues that were the focus of the last network meeting.

We are also soliciting your input-formal or informal-on how to improve both the network meetings and the *Bulletin*. If you have any suggestions, you can contact me directly on our new toll-free number, (800) 995-6429.

Michael O'Toole
Chief, NIC Jails Division
Longmont, Colorado

Prisoners Reimburse County Taxpayers

**by Donald J. Amboyer, Ph.D.,
Jail Administrator, Macomb
County Sheriff Department,
Mt. Clemens, Michigan**

The cost of maintaining prisoners typically represents a major portion of county budgets. According to the 1991 *Corrections Yearbook*, the average budget for seventy-six jails reporting nationwide was \$24.5 million. The average daily cost per prisoner was \$45.64. To many taxpayers, it seems unfair to be burdened with providing food, clothing, shelter, medical, and other expenses for persons convicted of criminal wrongdoing. The taxpayer also must bear costs for offender apprehension and prosecution, as well as, in many cases, high insurance premiums for the county.

Michigan's Prisoner Reimbursement to the County Act allows counties to collect fees of up to \$30 a day, or actual per diem costs, from inmates during the entire period of their incarceration.

In Macomb County, Michigan (population 717,400), the cost of operating the county jail in 1991 was approximately \$17.6 million, nearly 11 percent of the county's total operating budget. Recent studies by the county reveal that it costs approximately \$56 a day to house each prisoner in Macomb County.

Responding to the continuing upward spiral of the jail's operating costs, Sheriff William H. Hackel and the Macomb County Board of Commissioners in 1985 initiated the Jail Reimbursement Program under provisions of the 1984 Prisoner Reimbursement to the County Act.

State Legislation

The governor of Michigan signed the Prisoner Reimbursement to the County Act on June 4, 1984. It allows counties to collect fees of up to \$30 a day, or actual per diem costs, from inmates during the entire period of their incarceration. Payment may be collected for time spent in detention, both pre-trial and following conviction, from prisoners who can be shown able to bear the cost of their incarceration.

Under the statute, a county can file a civil action suit up to six months following

release from jail against an inmate who does not pay fees due the county. The county can also seek a restraining order preventing a prisoner, pending a hearing, from disposing of property.

The statute is not designed to assess offenders with only moderate

resources. Many jail inmates are either so poor or otherwise burdened with financial obligations that they cannot be charged for the full cost of their incarceration. On the other hand, some are sufficiently affluent that it seems offensive for them to live at taxpayers' expense while serving their sentences.

Macomb County's Reimbursement Program

The Macomb County Jail Reimbursement Program was implemented to seek reimbursement from prisoners to defray the high costs of operating the county jail. During the program's first seven years, the county has collected more than \$2 million from prisoners, to partially pay back Macomb County taxpayers for incarceration costs. The money generated through the program offsets a portion of the room and board expenses of inmates serving sentences up to one year and those in the jail work release program.

Other expenses incurred by prisoners, such as for medical and dental treatment, are also charged to their computerized reimbursement accounts and, upon the offender's release, billed to the responsible party. In some cases, a medical insurer is invoiced.

A prisoner is never denied medical or dental services because of an

inability to pay. In accordance with standards of the National Commission on Correctional Health Care, Macomb County does not charge for a physical examination within the first fourteen days of incarceration. After this, however, inmates are charged \$10 for each self-referred visit to a physician or dentist. The fee structure has resulted in a significant reduction of medical and dental consultations, and has also reduced costs to the county for the additional security staff required for often-unwarranted visits, as well as for related pharmaceuticals, hospitalization, and outpatient services.

Indigent prisoners receive medical and dental care equal to community standards. A record of the cost owed is maintained in case they are able to pay at a later time. Macomb County receives an average total reimbursement for medical and dental services alone of nearly \$25,000 annually.

Collection Methods

To support collections, the Macomb County Board of Commissioners authorized funding of approximately \$76,000 to collect an average of \$274,436 annually. The funding supports a full-time reimbursement coordinator, a part-time secretary, computerized billing, and mailing costs. The county's management information services department provides computer access, accounting, and billing services. County counsel assists in pursuing legal collection alternatives. Sheriff

Department staff assist in locating former prisoners who are behind in their payments and initiating civil processes against them.

All charges incurred by the prisoner are billed on a sliding scale. Prisoners are

billed for room and board, work release, physician and dentist visits, medication, and hospital medical treatment. An average of 595 accounts is billed monthly; more than 18 percent result in payment.

The county sends invoices at thirty, sixty, and ninety days after a prisoner is released from jail. If payment is not received in response to billing alone, the county may initiate an alternative means of collection. The extent to which the county follows up on those who do not respond depends on the ability of the former inmate to pay. For example, there is no follow up on an indigent person, but a relatively wealthy person would continue to be pursued for payment. All former prisoners are billed; the county receives payment from about 15 to 20 percent.

Litigation of approximately 140 cases per year in the circuit and district courts assists in pursuing legal collection alternatives. Since 1985, when the Macomb County Jail Reimbursement Program was initiated, 447 former prisoners have been taken to court for judgments ordering reimbursement of partial incarceration costs.

To enforce the demand for payment, the county often uses garnishments, writs of execution, and collection agencies. Other methods include

The county sends invoices at thirty, sixty, and ninety days after a prisoner is released from jail.

claims to probate estates and interception of state income tax refunds. For a period of time, an Order Holding Funds was used to attach monies posted by defendants for release on bond. These funds were held in escrow until cases were finally adjudicated. Costs for previous incarcerations were paid out of escrow if reimbursement was still owed. Attaching bond monies is the only collection method that has been challenged; the issue has not been finally adjudicated.

Macomb County has the largest and most successful jail reimbursement program in the state. From its implementation in 1985 through the first quarter of 1992, the program has collected a total of \$2,048,184 for placement in the county general fund as partial reimbursement to taxpayers.

For further information, contact Donald J. Amboyer, Ph.D., Jail Administrator, Macomb County Sheriff Department, Mt. Clemens, Michigan, 48043; (313) 469-5024. ■

Shelby County Inmate Training Emphasizes Local Labor Market

**by Susan Sowell,
Public Information Officer,
Shelby County Government,
and Ronald Bishop, Director,
Shelby County Government
Division of Correction,
Memphis, Tennessee.**

Former Chief Justice Warren Burger often spoke of turning prisons into factories where inmates learned job skills while paying their debt to society. His vision is becoming a reality in a number of jurisdictions across the nation, including the Shelby County Government Division of Corrections in Memphis, Tennessee.

The division prides itself on not "warehousing" inmates, but rather occupying inmates' time with activities which teach skills that assist in long-term rehabilitation. Each year, with an increasing inmate population and dwindling monetary resources, the division's challenge is to use available resources, including taxpayer dollars, responsibly. At the

Nearly 50 percent of the inmate population is involved in some type of work, training/vocational, or education program.

same time, it is committed to provide the most benefit to the inmate by

teaching skills that will enable him or her to obtain gainful employment upon release and lead a positive and productive life.

Memphis is situated in the center of a large farming area encompassing three states. Because of the rural background of inmates sentenced by Shelby County courts, the county in 1929 established a working penal farm for misdemeanants. Inmates experimented with soil conservation and raised produce and livestock to provide affordable breeding stock to county farmers, learning skills that helped them pursue productive lives in the farming community.

Changes in Offenders and Their Needs

The farming industry declined during the 1960s and early '70s, with the result that the jail inmates were more often from an urban than a rural or agricultural background. Corrections officials began seeing a different type of inmate—one who might have substance abuse problems, a violent record, or sub-standard reading and writing skills.

Compounding this change was a tremen-

dous increase in the number of inmates. Between 1985 and 1988,

the inmate population swelled from 500 misdemeanants to approximately 3,500 misdemeanants and felons. In addition, a federally imposed capacity limitation on Tennessee's state prisons required the division to begin housing convicted state inmates, some of whom might serve their entire sentences in the county.

With these shifts in the number and types of inmates, the division made several modifications. These included creating a more corrections-intensive management team and expanding the inmate services staff to develop more programs designed to help inmates gain marketable skills for today's complex workforce. Nearly 50 percent of the inmate population is involved in some type of work, training/vocational, or education program.

The education program includes courses provided on-site by a local community college, such as Adult Basic Education, GED, and word processing. Almost one-third of inmates participate in training/vocational programs, which include the Culinary Arts Program, the Landscape/Horticulture Program, and the Upholstery Program. Each program is designed to respond to the local labor market.

Culinary Arts Program

Since its first class in May 1991, the grant-funded Culinary Arts Program has graduated eighty-two men and women inmates. The program has been well-received by the inmates, the public, and the local media. Culinary arts classes, conducted by the owner of a local culinary academy, are six weeks long, with classes meeting eight hours a day, five days a week.

Inmates are carefully screened for participation in the class, which is more like an apprenticeship in a fine restaurant than a skills training class. After completing the daily classroom lecture portion of the class, the inmates move to a specially designed teaching kitchen to prepare dishes from French and Southwestern cuisines. Participants also learn about other aspects of the restaurant industry, including setting tables and planning menus.

Because of the focus on post-release employment placement, inmates participating in the culinary arts program must be within thirteen weeks of their anticipated release date when they graduate. A local mental health center is under contract to assist division officials with placement of graduates.

Landscape/Horticulture Program

With its mild climate (an average temperature of 62 degrees), Memphis offers many employment opportunities in the field of landscaping, which is a year-round industry in the city. The Division of

Correction's Landscape/Horticulture Program, funded through federal and state grants, began in 1991. So far, fifty inmates have participated in classroom lectures on topics such as landscape design and theory. With the acquisition of additional grant funds, the inmates will now be able to apply the classroom theory to actual hands-on training experience.

Beginning in the summer of 1992, landscape/horticulture students will work in an on-site greenhouse to raise flowers and bedding plants for county landscaping projects. With these projects, the inmates will apply their new skills in landscape design. In addition, the division will train inmates in plant and flower maintenance, lawn care, and erosion prevention. This training should give inmates an opportunity for employment in parks, golf courses, lawn services, and road and highway departments in the vicinity.

Upholstery Program

The Upholstery Program has proven beneficial both to the inmate and the county.

Through this program, inmates learn manufacturing skills while the county saves

money. Inmates produce items such as mattresses, which were previously bought from outside vendors at a higher price. This program will result in a substantial savings, division officials predict, because the division alone uses 5,000 mattresses

each year. Since last fall, the upholstery shop has produced about 2,000 new mattresses. Participants also repair mattresses that can then be returned to use. The Upholstery Program is exploring the possibility of producing sheets, pillowcases, uniforms, and athletic shorts for inmates, creating additional savings.

Benefits to State Inmates

Division administrators feel that the chance to promote long-term rehabilitation has, in a sense, also been helped by the state prison system's capacity limit. As a result of the population cap, several hundred local men who have been sentenced to state institutions are housed at the division until space becomes available in a state institution, which could be hundreds of miles away. Some of these inmates may serve their entire sentence locally.

Being housed closer to home makes possible more frequent visits with family and friends, who play major roles in the inmate's rehabilitation.

Local housing of state prisoners helps these inmates to maintain ties to the workplace and labor market, which facilitates the post-release job search.

Frequent visitation can strengthen or re-establish family ties that might have become strained due to incarceration or other circumstances. Local housing of state prisoners also provides these inmates with an opportunity to maintain ties to the

workplace and labor market, which will facilitate the post-release job search.

Cooperative Agreements Sought for New Program Development

To meet the needs of the ever-growing inmate population and the community's expectation of inmates' successful reintegration into the community, division administrators know that additional skills training programs need to be developed. However, traditional funding sources, such as grant money and taxpayer-based budgets, are dwindling under competing demands.

Realizing these limitations, division officials are now taking aggressive action to forge cooperative agreements with private enterprise. The intention is to obtain additional capital to start correctional center-based industries, which can train inmates while helping to defray the cost of housing.

Through cooperative agreements with private enterprise, the division intends to obtain additional capital to start correctional center-based industries, which can train inmates while helping to defray the cost of housing.

For additional information, contact Susan Sowell, Public Information Officer, Shelby County Division of Correction, Memphis, Tennessee, 38103; (901) 385-5174. ■

NIC Program Available to Help Jurisdictions Identify and Acquire Real Property

**by James J. Berthold,
Site Acquisition Specialist,
National Institute of
Corrections, Washington, D.C.**

The National Institute of Corrections (NIC) is playing a key role as the central resource for state and local governments seeking to identify property available for conversion to corrections use. Through two, related programs, NIC can provide information on available surplus federal property and properties whose ownership reverted to the U.S. government via the Resolution Trust Corporation following the collapse of savings and loans across the country.

Agencies can access this information to find specific types of properties in specific locations. Using the program can give agencies added

The property conveyance program is targeted to assist in alleviating correctional facility crowding at a time when prison and jail populations are at an all-time high.

confidence that their property acquisition searches have been comprehensive.

Potential uses for conveyed property within local correctional systems

range from traditional secure facilities to community-correction type operations such as work release facilities, restitution centers, etc. Whether agencies are looking for space convertible to housing, administrative offices, or program use, information available from NIC can help.

Federal Surplus Property Acquisition Program

State and local units of government with correctional needs are eligible to acquire federal surplus real property for correctional purposes, without cost, under the Federal Surplus Real Property Transfer Program. Under 40 U.S.C. 484, the Federal Surplus Property Transfer Program is administered by the Bureau of Justice Assistance (BJA), an agency within the Office of Justice Programs, by delegation of the Attorney General. It is targeted to assist in alleviating facility crowding at a time when prison and jail populations are at an all-time high.

The program addresses federal property available for disposal through the General Services Administration (GSA). The Federal Property and Administrative Services Act of 1949, as amended by the Comprehensive

Crime Control Act of 1984 and again by the Anti-Drug Abuse Act of 1988, authorizes the Administrator of General Services to transfer or convey to states and other units of local government, federal surplus real and related personal property for correctional purposes as determined by the Attorney General. Criteria for proposed projects involving such property specify that:

- 1) the proposed use must be "a correctional facility use" under
- 2) "an appropriate program or project for the care or rehabilitation of criminal offenders."

The program is designed to facilitate the transfer of suitable federal land and buildings to state and local agencies for new construction or renovation to alleviate crowding in correctional facilities. Properties acquired through this process must be used by the recipient in perpetuity for correctional purposes in accordance with the terms in the application, or title reverts to the federal government.

Properties are identified for inclusion in the program by GSA, which determines the surplus nature of the property in question.

Jurisdictions must submit for BJA approval their applications for

property conveyance. BJA will review proposed projects to determine whether they meet program criteria. When they do, BJA notifies GSA of the successful application. GSA then reviews the application and, if it is approved, conveys the Property.

NIC's Role

Currently, information-sharing about the program is a joint effort of NIC and BJA. Using funds transferred from BJA, NIC is assisting state and local correctional agencies in identifying and acquiring such properties. NIC will facilitate the transfer of federal properties to states and localities for correctional facility use and will further publicize the program, promoting greater efficiency in delivering federal assistance in support of this program.

NIC's efforts are grouped into the categories of technical assistance and training:

- **Technical assistance** includes providing expertise in locating property; in some cases, NIC may be able to assist jurisdictions with project assessments.
- **Training initiatives range** from publications to presentations made at sessions of the NIC Planning of New Institutions (PONI) program and to other groups. Main focuses are how to select likely sites, how to prepare a successful proposal, and how NIC services can assist with the process.

A project now in development is a consultant-developed guidebook on the application process. The guidebook will cover all relevant federal laws and regulations and cue jurisdictions on preparing a successful proposal that reflects the involvement of all affected units of state or local governmental. Also included will be examples of successful agency applications.

Further, and in conjunction with the Department of Housing and Urban Development (HUD), NIC has established a database listing all federal excess and surplus real property available for disposal through GSA. The database also contains information on specific properties identified to HUD by other federal agencies as underutilized and available for interim non-federal use. NIC

Agencies' Success in Property Acquisition:

To date, the proposed acquisitions of approximately fifteen jurisdictions have been approved for use. Three of these involve jails.

- **New Iberia, Louisiana, was the** first location to acquire conveyed property through the surplus program. Through the program, the jurisdiction obtained land free of charge to build a new, direct/indirect supervision jail facility that replaced a linear-style jail within the old parish courthouse. Architectural plans for the facility were included with the successful application. The former National Guard facility as acquired included buildings, but because they were found to have asbestos contamination, new construction was judged to be more cost-effective. The jail opened in 1990.
- In the case of the former Federal Correctional Institution at **Petersburg, Virginia**, federal prison farm properties were conveyed to the state for corrections use. The state then voluntarily returned a portion of the property to the federal government for reconveyance to a coalition of three counties for creation of a multi-jurisdictional (regional) jail.
- **In Rustin, Louisiana**, the city government and the parish were granted a former federal building to alleviate crowding in the jointly-operated jail. Administrative offices of the jail were moved to the acquired building, freeing space for beds. The new building also houses an electronic monitoring operation, which has freed an additional six beds, and an intensive drug rehabilitation program that has enabled early release of some offenders.

will act as a single point of contact to search this information upon request to assist state and local correctional programs in identifying potential usable available property.

Resolution Trust Corporation Properties

A second area of NIC's services is access to a database that contains information on all real estate available through the Resolution Trust Corporation (RTC), the federal agency established to resolve the savings and loan (S&L) crisis.

As a result of the failure of so many S&Ls, the federal government, as the insurer of the failed institutions, has acquired numerous properties that were in the loan portfolios of those institutions. Available properties include unimproved pieces, single- and multiple-family residential properties, and commercial or industrial properties. Properties range in value from those considered nominal to multi-million dollar complexes, and from completely finished projects with varying degrees of occupancy to those in various stages of construction or remodeling. The Act of Congress establishing the RTC contemplates the sale of these assets at the appraised fair market value.

NIC has acquired access to the RTC database (referred to as RTCNet) and will act as a clearinghouse upon request to assist agencies in identifying properties available in specific jurisdictions. The system allows searching by numerous parameters,

including location, size, and type. No restrictions on use will apply to properties acquired through the RTC process.

To obtain information on property available through either of these sources, interested persons should contact James J. Berthold, National Institute of Corrections, 320 First Street, N. W., Room 200, Washington, DC., 20534; (202) 307-3106. A brochure describing the conveyance program may be obtained from Mr. Berthold or from the NIC Jails Division, 1960 Industrial Circle, Longmont, Colorado, 80501. ■

Resolution Trust Corporation properties range widely in value and include everything from completely finished projects with varying degrees of occupancy to properties in various stages of construction or remodeling.

Big Chiller Cuts Cooling Costs in Southern California

**by Harry M. Mays,
Administrative Officer, San
Bernardino County,
California**

Recognizing that operations represent 92 percent of a jail's life-time costs, San Bernardino County officials emphasized energy and operational efficiency when they began designing the West Valley Detention Center. The huge facility, which opened last year, is part of a multifaceted program to bring the county into compliance with court-mandated expansion of its jails to help relieve chronic inmate overcrowding.

The West Valley Detention Center was designed to house 1,781 inmates initially, with a maximum potential capacity of nearly twice that number. The distance from one end of the facility to the other is more than

The heart of the ice storage system is a 1,500-ton electrical, centrifugal chiller plant that provides sufficient coolant capacity to condition the facility's air twenty-four hours a day.

1,300 feet-longer than four football fields. It is a self-contained facility that includes administrative offices, housing, food service, laundry, inmate programs, maintenance, ware-

housing, recreation areas, visitation, courts, and a full-service health care delivery system.

Studying the Feasibility of an Alternative Cooling System

The focal point of the search for ways to minimize operational costs was an electro-mechanical system and the possibility of using an anti-freeze-based fluid to cool the facility during off-peak hours. Through a technique known as ice storage, energy is used at off-peak hours to cool a water/glycol fluid, which is then circulated through stored water to create ice. During the day, the water/glycol fluid system transfers stored cooling to the facility.

A smaller version of such a system had been in use in the county museum for several years and had given excellent service with only minor maintenance. Never before had such a large-scale ice storage system been utilized in a correctional environment.

In a cooperative gesture, Southern California Edison officials agreed to pay half the cost of an independent study to determine the system's feasibility. The utility pointed out that if such a system

could be used, the facility would qualify for the "super off-peak" tiered rate schedule, which promised even greater savings as power rates are based on when as well as how much energy is used.

In the final analysis, the selected system had a simple payback of less than five years and was estimated to save the county an additional \$2.5 million in energy costs over the expected twenty-five-year life of the system, based on current trends in energy cost increases. If energy costs increase at a faster-than-expected rate, the potential for savings is even greater. With such a rapid payback and promise of ongoing savings, the county simply couldn't afford not to integrate the ice storage system into the West Valley Detention Center.

Cooling System Components

The heart of the detention center's ice storage system is a 1,500-ton electrical, centrifugal chiller plant that provides sufficient coolant capacity to condition the facility's air twenty-four hours a day. Unlike other systems, the chillers run only between the hours of midnight and 6:00 a.m. During these off-peak hours, a water/glycol solution circulates first through the chillers and then through coils contained in water-filled tanks, where about a

half an inch of ice forms around the tank coils.

During the peak hours of noon to 6:00 p.m.-when local energy use is at its maximum and most costly-the chillers are not used. Instead, the water/glycol solution recirculates through the ice storage tanks and the facility, using the stored ice to cool the facility. The system is designed in such a way that even on the hottest Southern California afternoons, the chillers remain idle.

A highly sophisticated energy management computer controls the system. Using a variety of compiled weather data, the computer calculates how much ice will be required to cool the facility during the next demand period. It then cycles the chillers each night to produce the correct amount of ice for the following day. Using direct digital electronics, a single maintenance technician can modify virtually any aspect of the system's operation by simply reprogramming the computer. Regular printouts on system status are provided on a preassigned schedule. Despite the system's complexity, it is designed to run virtually independent of human intervention.

The center has other energy-saving features that both enhance the effectiveness of the ice storage system and operate independently to take advantage of other system characteristics. For example, a variable speed pumping system pumps only as much coolant as is needed to cool or

heat the buildings. Computerized controllers automatically advance or retard the speed of the high-efficiency circulation motors to match the facility's demand. In addition, "airside" economizers automatically switch to ambient air for cooling whenever outside air is in the 55-to-60 degree range. These economizers double as life safety devices by **exhausting smoke to the outside.**

Finally, the availability of back-up generators at the facility allows Southern California Edison to remove the jail from the normal power grid during peak demand periods, with ten-minute notice to the jail operational staff. In return for this added element of flexibility, the utility placed the county on a special "interruptible" electric rate, thereby providing even more savings.

In this age of rapidly increasing energy and capital costs-especially in a corrections environment-every effort must be made to prudently integrate available technology into county construction programs.

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For additional information, contact Harry Mays, San Bernardino County Administrative Officer, 385 North Arrowhead Avenue, San Bernardino, California, 92415; (714) 387-5418. ■

Using a variety of compiled weather data, the computer calculates how much ice will be required to cool the facility during the next demand period.

Video Court: The Answer to Colorado Winters

**by Ken Morris,
Commander, Support Services
Division, El Paso County
Sheriff's Office, Colorado
Springs, Colorado**

As the twenty-first century approaches, innovative technological developments are increasingly finding application in criminal justice. For example, many jurisdictions across the country have turned to high-tech "video court" proceedings to avoid transporting large numbers of prisoners to various courtrooms. The El Paso County criminal justice system in November 1989 joined these jurisdictions in putting such a system into operation. Although El Paso County was not the first to use video arraignments, its experience is somewhat unique.

Planning for Court Access

In September 1988, the county opened its new Criminal Justice Detention Center. The new facility provides centralized intake and processing for the county's detention system and works in conjunction with an existing Metro Detention Facility. A direct supervision jail, the Criminal Justice Detention Center serves the city of Colorado Springs and a number of outlying jurisdictions. The facility is 4.2 miles from the county judicial building and

approximately five miles from the municipal courthouse.

At the time the facility was being planned, video arraignments were not widely accepted, and there was some question about whether they would be upheld by case law. Although Jefferson and Larimer counties in Colorado had been using video arraignments for several years, planners of the El Paso County facility did not consider them an option. Therefore, the county constructed a satellite court facility within the new detention center, designed to facilitate first appearance advisements for newly committed pretrial detainees.

Members of the judiciary recommended that the planned courtroom aesthetically promote "the dignity and appearance associated with formal judicial proceedings." The courtroom was thus designed with birch furnishings, a judge's chambers, a private restroom, and carpeting throughout. The tiered inmate seating area could accommodate a maximum of thirty prisoners.

The courtroom was also designed to accommodate high-security trials. A visitors' gallery enabled visitors to see and hear the proceedings from behind bulletproof security glazing; it was designed not to jeopardize the facility's secure perimeter.

The newly designed courtroom opened in December 1988. Colorado Springs Municipal Court proceedings were held in the mornings and El Paso County Court advisements in the afternoons. Judges, their clerks, and bailiffs travelled to the detention facility daily to conduct proceedings. County court judges and their staff conducted on-site advisements on a weekly rotating basis. The municipal court judge and his staff traveled to the detention center every weekday.

Video Arraignments Reconsidered

Within the first year, however, the harsh Colorado winter and the logistics involved in getting judges, their staff, numerous attorneys, and others in and out of the secure perimeter of the jail for daily advisements became a problem. The Jail Overcrowding Committee, a subcommittee of the Criminal Justice Advisory Board, addressed the issue at a meeting early in 1989. (The advisory board is a permanent committee empaneled by the Chairman of the Board of County Commissioners of El Paso County to address criminal justice issues. The group is comprised of judges, the sheriff, the chief of police of Colorado Springs, the detention bureau commander, other law enforcement officials, and concerned citizens.)

In early 1989, the Jail Overcrowding Committee did an extensive cost/benefit analysis of video arraignments. The committee also researched recent case law and related legal issues. Under the leadership of District Judge Richard Toth and Municipal Court Administrator Steven Wheeler, the committee recommended that the county initiate a video court system. This decision was strongly supported by Chief Judge Donald Campbell, Sheriff Bernard J. Barry, and others in the local law enforcement community. If not for the extensive research, communication, and commitment of the multi-faceted committee, the video court concept might ultimately have been dismissed as another "high-tech gimmick."

Financing the Video Court

The Jail Overcrowding Committee proposed a rather unique approach to financing the video court. Members recommended that the cost of installing the video court system be shared between El Paso County and the city of Colorado Springs as a "cooperative effort to illustrate a unified approach." After conducting careful research on the merits and cost of the video system, committee members lobbied their respective funding sources for support.

Municipal Court Administrator Wheeler developed a budgeting strategy that called, first, for him to convince members of the city council of Colorado Springs to support the concept. Having received

tentative council approval, Wheeler, joined by County Court Judge Rebecca Bromely and Chief District Judge Donald Campbell, illustrated the unified city/county approach in a presentation before the Board of County Commissioners of El Paso County. The presentation was well received by the commissioners, who approved funding. Ultimately, the city of Colorado Springs contributed approximately \$29,000 to the project, and El Paso County funded the remaining \$23,000.

The Video Court in Operation

The video arraignment system went into operation at the Criminal Justice Detention Center in December 1989. The system, which provides color images, transmits via microwave antennas mounted on the roofs of the detention center and the municipal and county courthouses. During arraignment, the defendant stands with his attorney at a podium, while the judge and his staff observe them on a monitor more than four miles away. The image of the judge appears on a twenty-five-inch screen before the defendants and visitors. Members of the district attorney's office have opted to remain in the courthouse with the judge to participate in the proceedings. The system also includes fax machines for transmitting related paperwork.

First appearances are a volatile time for both prisoners and visitors. The video court system keeps security fears, transportation costs, and contraband control problems to a

minimum. The court administrator has noted, "The biggest impact of the video court system is on security; the days of the 'chain gang' are over."

In these days of limited funding, the video court system will also save money. The system is projected to pay for itself in five years by reducing transportation costs. For many jurisdictions, initial costs can be recouped quickly in manpower and transportation savings.

The system operates efficiently and has few maintenance requirements. To date, El Paso County's system has only been out of operation for one day, which was a result of a minor mechanical failure.

While many in the law enforcement community still view modem technology with skepticism, video courts provide a safe, secure alternative to the traditional mode of operation. The video court system has assisted El Paso County and Colorado Springs in meeting the key goals of public safety and security of the institution. Our experience has also demonstrated the effectiveness of a multi-agency approach to accomplishing goals in an atmosphere characterized by close public scrutiny and the need for an objective analysis of the issues.

For more information, contact Commander Ken Morris, El Paso County Sheriff's Office, Colorado Springs, Colorado, 80906; (719) 390-2106. ■

Norfolk County Correctional Center Finds Home on Highway Median

**by Peter Perroncello,
Deputy Superintendent of Jail
Operations, Norfolk County
Sheriffs Office and
Correctional Center, Dedham,
Massachusetts**

The Norfolk County Sheriff's Office and Correctional Center is the only jail in the United States located on the median of an interstate highway. Unlikely as it seems, the site was the best one available. As the highway crossed the Charles River, the southbound lanes cut through a granite ridge, and the northbound lanes diverged, avoiding the ridge entirely. What remained was a nearly 700-foot median strip between lanes.

Federal Highway Administration's Concerns

Because of the jail's proposed location, however, the Federal Highway Administration (FHA) entered the picture, concerned over the issue of 'joint use of airspace' as well as the effect of a correctional facility on the site. The FHA wanted to ensure that motorists would not be distracted by high lighting levels surrounding the facility. In addition, the FHA recommended that any structures erected should be compatible with existing buildings along the highway.

The jail's exterior was designed to address FHA concerns about aesthetics and motorist safety. The result is a combination of precast and reinforced concrete that resembles neighboring corporate façades.

Strategic landscaping virtually conceals

the jail's exterior from view, and carefully planned lighting ensures minimal distraction to motorists. Extensive planting along the sides of the site facing the highway obscures the facility from motorists traveling north and south along the interstate highway.

Facility Design

In its natural state, the site was saddlebacked; none of it was flat. Construction required the excavation of 250,000 cubic yards of New England grey granite. It was also necessary to connect an access road to an existing street that runs under the highway.

The site provided other challenges as well. As utilities are not normally provided in the middle of interstate highways, water lines were brought in from a considerable distance. The sanitary sewer paralleled a new natural gas connection.

Within the confines of the narrow site, a long rectangular scheme running north to south was necessary. A large single-story central unit contains all administrative and

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support services. The south zone holds pretrial and special management inmates; the north zone accommodates pretrial modules. A separate, two-story minimum security pre-release facility is on the site, as well as a vehicle maintenance garage. Buildings total 144,000 gross square feet, covering 8.2 acres. The total site is approximately twelve acres.

The new 332-bed correctional center has 270 beds for pretrial and sentenced inmates in eight housing modules; another sixty-two beds are located in the minimum security center adjacent to the main facility but outside the secure perimeter.

Inmate Supervision

The facility will use two approaches to direct supervision:

- The south zone, housing pretrial and special management inmates,

will emphasize the passive elements of direct supervision. Activities will be restricted to the four housing modules.

- The north zone will have a more active environment. Inmates will be allowed out of the housing modules to eat in a common dining area, attend religious services, and participate in a variety of educational and other programs

Unit management will be used to direct activities in the eight housing modules. Unit staff will be responsible for all decisions affecting the

as a result of both groups' willingness to compromise. The design represents a unique resolution to many problems.

The Norfolk County Sheriff's Office and Correctional Center opens in mid-October, 1992, well under budget and five months ahead of schedule.

For additional information, contact Peter Perroncello, Norfolk County Sheriff's Office and Correctional Center, Dedham, Massachusetts, 02026; (617) 329-3705. ■

Working with this site—which might have seemed impossible—has involved the strong and continued cooperation of many groups, including the community, the sheriff's office, and the architects.

operations of each module. A case-worker and a correction officer will work in tandem to improve interpersonal communication within each module.

Cooperation Among Agencies and Other Groups

Facility siting issues often generate extensive controversy. Working with this site—which might have seemed impossible—has involved the strong and continued cooperation of many groups, including the community, the sheriff's office, and the architects. Norfolk County has also achieved a landmark precedent with the Federal Highway Administration

Recommended Reading

Is Accessibility a Disability? The Impact of ADA on Jails. Atlas, Randall. 1992. 45 p.

The author reviews the 1990 Americans with Disabilities Act and its applications to detention and correctional facilities. The latter half of the document focuses on the challenge of finding cost-effective ways to ensure reasonable access without compromising security. Areas of detention and correctional facilities examined individually include intake and release areas, housing, security vestibules, health care units, visiting areas, administrative offices, and multi-purpose recreation/program areas.

Mental Health Services at Los Angeles County Jails. Lu, Elsie Go. Los Angeles County. Dept. of Mental Health (Los Angeles, CA), 1991. 9 p.

Citing increasing numbers of mentally ill inmates in California's county jails, this report describes the psychiatric facility developed by the Los Angeles County Jail System. Program components include: the forensic inpatient program, forensic

outpatient program, forensic day treatment program, forensic aftercare program, and mental health court diversion program. Also provided are a list of contacts and statistical information on mentally disordered inmates within the Los Angeles County jail system.

Smoke-Free Jails: Collected Resources. LIS, Inc. (Boulder, CO); NIC Information Center (Boulder, CO), 1991. Sponsored by National Institute of Corrections (Washington, DC). 89 p.

Included in an information packet on smoke-free jails are collected articles concerning no-smoking policies in jails, associated legal issues, sample policies from Hillsborough County (Florida) and Dane County (Wisconsin), and results from a 1990 megajail survey concerning smoking restrictions.

Make Your Agency's Materials Available to Jail Administrators Nationwide

The NIC Information Center continually needs new resources that address jail issues.

Participate in a national resource exchange by sending materials on any topic, or on one of the following:

- Fees for service
- Cell extraction
- Programs or procedures for compliance with OSHA blood-borne pathogenic requirements.

Thank you for your participation

Single copies of these documents may be requested by contacting the NIC Information Center at (303) 682-0213, or sending your request to 1860 Industrial Circle, Suite A, Longmont, Colorado, 80501.

Mega Jail Survey

(Population over 1,000)

January - December 1991

Published by: Maricopa County Sheriff's Office, Detention Support Bureau, 225 W. Madison, Phoenix, AZ 85003

April 6, 1992

Director Ed Cassidy

COUNTY	ADP Year of 1991	ADP Dec 1991	Bkg/Mo Dec 1990	Bkg/Mo Dec 1991	Rated Capacity	Percent Filled	Security Staff Sworn and Non- Sworn	Inmate to Security Staff Ratio	Reason Attributed to Any Decrease in Population	Sheriff's Authority to Release	Jail Indust.	RECYCLING Type / Where Money Goes
SENTENCES UP TO ONE YEAR												
New York City Dept. Corr. (23) New York, NY *	21,675	21,620	7,955	8,017	22,051	98	11,931	1.8:1	N/A	No	Yes	Paper, Metal, Glass, Wood, and Cardbd / Gen. Fund
Los Angeles (10) Los Angeles, CA *	21,442	21,158	18,883	18,392	15,592	136	2,781	7.6:1	Unknown	Fed. Court Order, CA Penal Code ¹	Yes	Paper, Metals, Glass / Sheriff's Trust Fund
Cook (1) Chicago, IL *	7,621	8,241	5,421	5,528	6,217	133	2,365	3.5:1	N/A	No	No	No
Dade (7) Miami, FL **	5,549	5,730	10,688	10,246	4,463	128	1,459	3.9:1	N/A	Court Ordered Pop. Cap.	Yes	Paper / Gen. Fund
Maricopa (6) Phoenix, AZ *	4,453	4,513	7,294	7,551	3,358	134	896	5.0:1	N/A	No	Plan on Hold	Paper / Gen. Fund Others Planning Stage
Orange (5) Santa Ana, CA *	4,366	4,380	6,147	5,133	3,199	137	805	5.4:1	Higher Booking Fees Charged	Fed. Court Order, CA Penal Code	No	No

COUNTY	ADP Year of 1991	ADP Dec 1991	Bkg/Mo Dec 1990	Bkg/Mo Dec 1991	Rated Capacity	Percent Filled	Security Staff Sworn and Non- Sworn	Inmate to Security Staff Ratio	Reason Attributed to Any Decrease in Population	Sheriff's Authority to Release	Jail Indust.	RECYCLING Type / Where Money Goes
San Diego (7) San Diego, CA *	4,115	3,874	9,817	9,051	2,416	160	667	5.8:1	Misdemeanors Not Booked	Fed. Court Order, CA Penal Code	No	Cardbd. / Gen. Fund
San Bernardino (8) San Bernardino, CA	3,702	3,035	6,828	6,241	3,513	86	392	7.7:1	Court Order, Higher Booking Fees Charged	Sheriff's Parole ² , CA Penal Code	No	No
Broward (3) Ft. Lauderdale, FL *	3,333	2,922	6,407	5,651	3,574	82	1,433	2.0:1	Fewer Stings and Drug Arrests	No	No	No
Sacramento (3) Sacramento, CA *	3,142	3,093	5,355	5,797	2,938	105	492	6.3:1	Fewer "Sweeps" Higher Booking Fees Charged	Fed. Court Order, CA Penal Code	No	Cardboard) Paper} / No Profit
Alameda (3) Dublin, CA	3,054	2,974	4,712	4,809	3,117	95	498	6.0:1	Cite & Release Higher Booking Fees Charged	CA Penal Code	No	Planning Stage / Gen. Fund
Orange (8) Orlando, FL *	3,035	3,142	4,765	4,424	3,035	104	1,457	2.2:1	Undetermined	No	No	Paper / Gen. Fund
Shelby (1) Memphis, TN *	2,731	2,602	4,883	4,722	2,895	90	702	3.7:1	Increase in Cite and Release	No	No	No
Fulton (1) Atlanta, GA *	2,608	2,344	3,049	3,570	2,320	101	569	4.1:1	N/A	With Super. Ct. Judge OK	No	/ Gen. Fund
Riverside (5) Riverside, CA *	2,288	2,126	4,335	3,671	2,156	99	594	3.6:1	N/A	Fed. Court Order, CA Penal Code	No	Paper / Gen. Fund
Hillsborough (3) Tampa, FL	2,157	2,242	3,598	3,219	2,276	99	865	2.6:1	Fewer Booked; Staying Longer	No	No	No
Fresno (4) Fresno, CA	2,103	2,145	4,051	3,344	1,408	152	338	6.3:1	Higher Booking Fees Charged	CA Penal Code	No	No
San Francisco (6) San Francisco, CA **	2,021	2,148	3,823	4,224	1,798	119	370	5.8:1	N/A	Fed. Court Order, CA Penal Code	No	Yes / Gen. Fund

COUNTY	ADP Year of 1991	ADP Dec 1991	Bkg/Mo Dec 1990	Bkg/Mo Dec 1991	Rated Capacity	Percent Filled	Security Staff Sworn and Non- Sworn	Inmate to Security Staff Ratio	Reason Attributed to Any Decrease in Population	Sheriff's Authority to Release	Jail Indust.	RECYCLING Type / Where Money Goes
Jacksonville (3) Jacksonville, FL *	2,009	1,982	3,308	3,536	3,300	60	601	3.3:1	N/A	Pre-trial Misdemean. O. R. ³	No	Paper } Cans } / Gen. Fund
Kern (4) Bakersfield, CA *	1,878	1,818	1,920	2,115	2,128	85	364	5.0:1	N/A	Fed. Court Order, CA Penal Code	No	No
Wayne (3) Detroit, MI *	1,755	1,807	2,800	2,900	2,571	70	850	2.1:1	N/A	Court Ordered Pop. Cap.	Plan. Stage	Planning Stage
King (2) Seattle, WA	1,744	1,830	3,692	4,223	1,623	113	333	5.5:1	N/A	No	No	No
Pinellas (2) Clearwater, FL *	1,711	1,685	3,965	3,640	1,979	85	629	2.7:1	Pretrial Intervention Services	Pre-trial Misdemean. O. R.	No	No
Palm Beach (4) West Palm Beach, FL *	1,686	1,614	4,596	4,212	1,740	93	649	2.5:1	N/A	"Good Time"	No	No
Oakland (6) Pontiac, MI	1,524	1,488	1,869	1,933	1,556	96	375	4.0:1	N/A	No	No	No
Dekalb (2) Decatur, GA	1,411	1,495	2,233	2,281	1,319	113	259	5.8:1	Decrease in A.L.S.	Misdeam. Only	No	Planned
Contra Costa (3) Martinez, CA	1,411	1,333	2,008	1,892	1,209	110	404	3.3:1	Cite/Release Higher Booking Fees Charged	CA Penal Code	No	Paper } Cardbd. & Wooden } Pallets) / Gen. Fund
Clark (1) Las Vegas, NV	1,355	1,328	2,614	2,774	1,343	99	310	4.3:1	Misdemeanor pre-trial detainees ⁴	Misdeam & Others Due Pop.	No	Considering
El Paso (1) El Paso, TX	1,271	1,298	1,962	1,754	1,034	126	254	5.1:1	N/A	No	No	No
Ventura (4) Ventura, CA	1,253	1,165	2,540	2,349	752	155	194	6.0:1	Higher Booking Fees Charged	CA Penal Code	No	Cardbd / Gen. Fund

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San Joaquin (3) French Camp, CA *	1,191	1,177	2,247	2,058	962	122	238	4.9:1	N/A	Fed. Court Order CA Penal Code	No	Paper / Gen.Fund Alum.Can / Prisoner Welfare
San Mateo (6) Redwood City, CA	1,181	1,082	1,985	2,327	873	124	163	6.6:1	Higher Booking Fees, Cite Misd. Elec.Monitor	CA Penal Code	No	No
Multnomah (5) Portland, OR *	1,116	1,255	1,866	2,258	1,331	94	521	2.4:1	Fewer Rept'd Crimes/Fewer Par.Viol. Arrests	Court Order Pop. Cap.	No	No
Richmond City (1) Richmond, VA	1,100	997	N/A	787	729	137	392	2.5:1	N/A	"Good Time"	No	No
Marion (3) Indianapolis, IN *	1,079	1,080	3,251	3,330	1,423	76	296	3.6:1	N/A	Court Order Pop. Cap.	No	No
Escambia (3) Pensacola, FL	1,046	1,030	1,705	1,802	1,280	80	374	2.8:1	Aggressive Pre-trial Release	No	No	No
Davidson (5) Nashville, TN *	720	720	2,030	2,204	720	100	450	1.6:1	N/A	No	No	All Recyclable) Prod.) / Gen.Fund
SENTENCES OVER ONE YEAR:												
Harris (4) Houston, TX *	9,047	9,780	6,347	6,720	8,732	112	1,074	9.1:1	N/A	No	No	Paper } / Dept. Metal } / Gen. Fund Etc.)
Philadelphia (13) Philadelphia, PA *	5,069	5,060	1,750	1,784	3,750	135	1,502	3.4:1	N/A	No	Yes	No
Dallas (4) Dallas, TX	4,936	5,268	8,382	8,374	4,325	122	760	6.9:1	N/A	Personal Recogni- zance ^s	No	No
Tarrant (4) Ft. Worth, TX	3,260	3,631	3,224	3,317	3,450	105	835	4.3:1	N/A	No	No	Paper / Gen.Fund

COUNTY	ADP Year of 1991	ADP Dec 1991	Bkg/Mo Dec 1990	Bkg/Mo Dec 1991	Rated Capacity	Percent Filled	Security Staff Sworn and Non- Sworn	Inmate to Security Staff Ratio	Reason Attributed to Any Decrease in Population	Sheriff's Authority to Release	Jail Indust.	RECYCLING Type / Where Money Goes
Bexar (1) San Antonio, TX *	2,209	2,291	5,100	5,100	1,810	127	685	3.3:1	N/A	No	No	No
Denver (2) Denver, CO	1,524	1,536	4,611	4,749	1,120	137	483	3.2:1	N/A	No	No	No
Prince George's (3) Upper Marlboro, MD	1,295	1,353	1,596	1,621	1,298	104	447	3.0:1	N/A	"Good Time"	No	Paper) Cans) Cardbd.) / Gen.Fund
Hamilton (4) Cincinnati, OH *	1,281	1,180	2,939	2,213	1,328	89	389	3.0:1	N/A	Fed. Court Order Pop. Cap.	No	No
Suffolk (3) Riverhead, NY *	1,187	1,255	1,143	1,089	1,111	113	593	2.1:1	N/A	No	No	No

Agencies not responding: Allegheny County, Pittsburg, PA; Orleans Parish, New Orleans, LA; Santa Clara, San Jose, CA

(#) Denotes number of facilities operated
 * Under court order
 ** Court Order 1 facility only

NOTES:

1. CA Penal Code - (Summary) Authorizes Sheriff to release sentenced inmates 1 to 5 days early, depending on sentence length, to control jail population. Federal Court Order also gives Sheriff discretionary power to release for same reason.
2. Although seldom granted, California Sheriff's have authority to parole an inmate for heroic deeds.
3. Law gives Sheriff the authority to release unsentenced misdemeanors, with property ID and no other charges, on own recognizance.
4. Also release sentenced prisoners under certain conditions connected with overcrowding.
5. Unused Texas Statute, allows Sheriff to release unsentenced inmates, under some circumstances, to self.